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ABSTRACT

Chapter 1 of the Education Consolidation and Improvement Act of 1981 is the largest federally-funded program designed to provide services to educationally deprived elementary school and secondary school students who live in areas with a concentration of children from low income families. Annual needs assessment and evaluation are requirements of the federal program. This paper records the status of Chapter 1 programs in Arkansas in fiscal year 1989. In 1989, Chapter 1 programs were administered by 312 local education agencies (LEAs), 4 educational cooperatives that administer 17 LEAs, and 2 institutions for the neglected and delinquent. A total of 67,871 students participated in one or more Chapter 1 programs in public or private schools. Of these, 42 percent belonged to an ethnic minority, while 25 percent of Arkansas students as a whole were minority students. Achievement gains resulting from Chapter 1 programs are reported by grade. Reading, language arts, and mathematics programs were effective in improving the achievement level of participants. Average normal curve equivalent gains were positive across all grades except grade-10 language arts. Thirteen tables and one bar graph present evaluation data for the Chapter 1 students. (SLD)

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EVALUATION OF

CHAPTER 1

Arkansas Department of Education

IN

Federal Programs

ARKANSAS

Little Rock, Arkansas

1988-89

UD 028 326

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THE CHAPTER 1 CHALLENGE:
ARKANSAS' CONTRIBUTION 1988-89

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WHAT IS CHAPTER 1?

Chapter 1 of the Education Consolidation and Improvement Act of 1981 (ECIA) is the largest federally-funded program designed to provide services to elementary and secondary students. The legislation authorizes services above and beyond those provided by the regular school program. Initially enacted as Title 1 of the Elementary and Secondary Education Act of 1965, Chapter 1 provides "...financial assistance to State and local educational agencies to meet the special needs of educationally deprived children..." who reside in areas with a high concentration of children from low income families. Chapter 1 funds are allocated to districts on the basis of a formula that includes the number of children from low income families residing in that area. Within a district, however, services are provided to students on the basis of educational need rather than family income.

All Chapter 1 programs must meet the following federal requirements:

Needs assessment

All Chapter 1 programs must conduct a needs assessment each year and provide services to students who are identified as having the greatest educational needs.

Supplementary services

Chapter 1 services are intended to be supplementary to the regular educational program and may not take the place of services provided by the district or state.

Concentration of services

The law requires that Chapter 1 programs be of sufficient size, scope and quality to "give reasonable promise of substantial progress toward meeting the special educational needs of the children being served" within the scope of available resources.

Instructional services

Chapter 1 is primarily an instructional program, but a limited amount of essential support services may be provided with available Chapter 1 funds.

Parental involvement

Programs must be designed and implemented with the consultation of parents.

Evaluation

All Chapter 1 programs must be evaluated and the results must be used for program improvement. Evaluation models enable the results of local evaluations to be summarized and reported at the state and national levels.

Program improvement

Chapter 1 programs that show aggregate losses in either the basic or advanced skills will trigger program improvement. Programs that do not meet their objective of "desired" outcomes also trigger program improvement. The program improvement plan "must be fully implemented as soon as possible but no later than the beginning of the second school year after the school year..." that triggered the need for improvement.

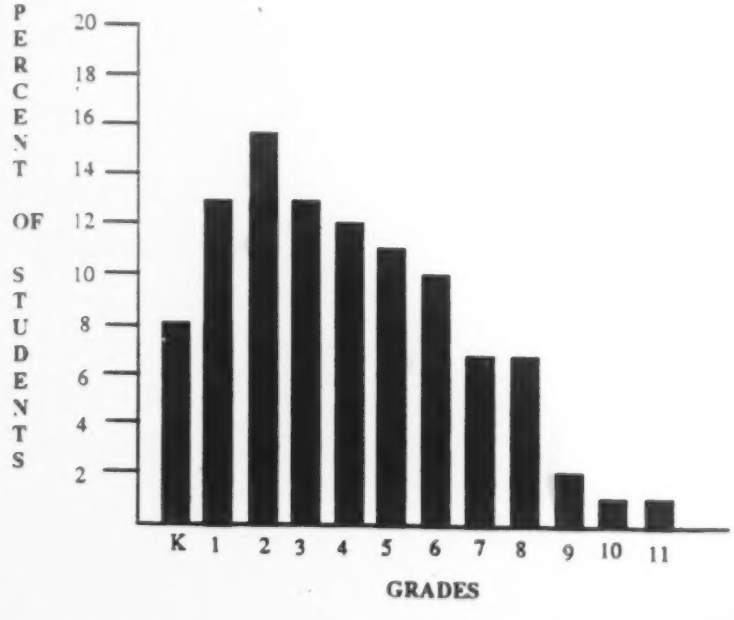
WHAT IS THE INVOLVEMENT IN ARKANSAS CHAPTER 1?

In FY 1989, Arkansas Chapter 1 programs were administered by 312 LEAs, 4 Educational Co-ops who administer 17 LEAs, and 2 institutions for neglected and delinquent.

A total of 67,871 students participated in one or more public and non-public Chapter 1 programs. In addition, 383 students received services in two state administered institutions for neglected or delinquent children. Administrative and technical assistance services were provided by the Arkansas Department of Education, specifically the Chapter 1 staff. Additional assistance was provided by the Region E Technical Assistance Center. The center is located in Denver and is funded by the federal government to provide assistance to state and local Chapter 1 programs.

WHO DOES CHAPTER 1 SERVE?

There were 67,871 students who received Chapter 1 services in FY 89. The number of participants in Chapter 1 programs increased by seven percent from FY 88.



Arkansas Chapter 1 participants continued to be concentrated in the early elementary grades with the next highest concentration in grades 4-6.

WHAT IS THE DISTRIBUTION OF SIZE OF SCHOOLS IN ARKANSAS?

ENROLLMENT OF LEA	NUMBER	PERCENT
Less than 100	8	2.43
101 - 200	31	9.42
201 - 500	118	35.87
501 - 1,000	84	25.53
1,001 - 2,000	49	14.89
2,001 - 5,000	34	10.33
5,001 - 10,000	4	1.22
Over 10,000	1	.31
TOTAL	329	100.00

47 percent of the schools in Arkansas have a total enrollment below 500 students.

HOW MANY OF THE LEAs PARTICIPATE IN CHAPTER 1?

EXTENT OF PARTICIPATION	NUMBER	PERCENT
Regular Term Only	297	90.27
Regular and Summer Terms	32	9.73
TOTAL	329	100.00

During the regular term, 297 LEAs and Co-op administered programs operated in Arkansas. An additional 32 LEAs and Co-op administered programs provided both regular and summer terms.

WHAT WAS THE NUMBER OF CHAPTER 1 ARKANSAS PUBLIC AND NON-PUBLIC SCHOOLS AND WHAT WAS THEIR ENROLLMENT BY LEVEL OF SCHOOL?

LEVEL OF SCHOOL	PUBLIC SCHOOLS		NON-PUBLIC SCHOOLS		TOTAL SCHOOLS	
	NUMBER	ENROLLMENT	NUMBER	ENROLLMENT	NUMBER	ENROLLMENT
High School	137	40,561	0	0	137	40,561
Junior High	77	35,106	0	0	77	35,106
Middle	55	22,998	0	0	55	22,998
Elementary	569	209,416	24	1,309	593	210,725
TOTAL	838	308,081	24	1,309	862	309,390

There were 3 less public schools with Chapter 1 in FY 89 than were operated in FY 88. However, the number of students enrolled increased 5,541. On the other hand, the number of non-public schools increased by 1, but the number of students enrolled decreased by 220.

WHAT IS THE ETHNIC DISTRIBUTION OF THE STUDENTS IN THE ARKANSAS PUBLIC SCHOOLS?

GRADE	WHITE		BLACK		OTHER		TOTAL	
LEVEL	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
K	24,984	73.77	8,418	24.86	465	1.37	33,867	100.00
1	26,956	73.49	9,282	25.31	442	1.20	36,680	100.00
2	25,927	74.03	8,634	24.66	460	1.31	35,021	100.00
3	25,883	74.24	8,556	24.54	425	1.22	34,864	100.00
4	26,012	74.33	8,583	24.52	403	1.15	34,998	100.00
5	25,525	74.74	8,248	24.15	380	1.11	34,153	100.00
6	24,758	74.71	7,942	23.97	438	1.32	33,138	100.00
7	26,224	75.19	8,243	23.64	408	1.17	34,875	100.00
8	25,184	74.94	8,008	23.83	412	1.23	33,604	100.00
9	24,998	75.79	7,624	23.12	360	1.09	32,982	100.00
10	24,766	76.87	7,113	22.08	337	1.05	32,216	100.00
11	22,706	76.11	6,777	22.71	352	1.18	29,835	100.00
12	22,336	77.75	6,084	21.18	307	1.07	28,727	100.00
TOTAL	326,259	75.01	103,512	23.80	5,189	1.19	434,960	100.00

WHAT IS THE ETHNIC DISTRIBUTION OF THE STUDENTS IN THE CHAPTER 1 PROGRAMS DURING THE REGULAR TERM?

GRADE	WHITE		BLACK		OTHER		TOTAL	
LEVEL	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
K	2,558	47.99	2,735	51.31	37	.70	5,330	100.00
1	5,205	57.29	3,772	41.51	109	1.20	9,086	100.00
2	6,277	62.72	3,627	36.24	104	1.04	10,008	100.00
3	5,429	61.40	3,316	37.50	97	1.10	8,842	100.00
4	4,975	62.26	2,943	36.83	73	.91	7,991	100.00
5	4,459	60.19	2,871	38.76	78	1.05	7,408	100.00
6	3,860	59.18	2,599	39.85	63	.97	6,522	100.00
7	2,950	58.76	2,026	40.36	44	.88	5,020	100.00
8	2,837	57.85	2,032	41.44	35	.71	4,904	100.00
9	723	50.42	695	48.47	16	1.11	1,434	100.00
10	207	35.94	366	63.54	3	.52	576	100.00
11	134	29.84	312	69.49	3	.67	449	100.00
12	87	28.90	214	71.10	0	.00	301	100.00
TOTAL	39,701	58.49	27,508	40.53	662	.98	67,871	100.00

42 percent of Chapter 1 participants belonged to an ethnic minority. During FY 89, 75 percent of all Arkansas public school students were white. Students from ethnic groups represented a larger share of Chapter 1 participants than they did in the general student population. When examining participation by gender 57.8 percent of the Chapter 1 participants were male and 42.2 percent were female. The gender breakdown for all students in Arkansas public schools is 52 percent male and 48 percent female.

CHAPTER 1 PARTICIPANTS IN STATE INSTITUTIONS

INSTRUCTIONAL LEVEL	TOTAL NUMBER OF STUDENTS	PERCENT OF TOTAL POPULATION	NUMBER OF STUDENTS IN PROGRAM	PERCENT OF STUDENTS IN PROGRAM
1	8	.80	5	1.31
2	29	2.90	17	4.44
3	60	5.99	30	7.83
4	86	8.59	32	8.36
5	88	8.79	30	7.83
6	92	9.19	22	5.75
7	196	19.58	67	17.49
8	191	19.08	75	19.58
9	127	12.69	53	13.84
10	85	8.49	40	10.44
11	22	2.20	10	2.61
12	17	1.70	2	.52
TOTAL	1,001	100.00	383	100.00

383 students from neglected and delinquent institutions participated in Chapter 1. This is 38 percent of the total number of students in the institution. In these institutions, Chapter 1 services focused primarily on students in the 7th, 8th and 9th grade age levels.

FUNDING:

FY 89 Chapter 1 funding was $45,318,900.26 for public school students. This was a 12.6 percent increase from FY 88.

PROGRAM CATEGORY	AMOUNT	PERCENT	FULL-TIME EQUIVALENTS (FTE)
Instructional Services	40,292,689.41	88.91	2,405.66
Pupil Support Services	284,921.05	.63	12.48
Educational Needs	117,618.85	.26	3.32
Administration	2,749,790.57	6.07	74.29
Improvement of Instruction	694,246.02	1.53	24.55
Planning and Evaluation	7,270.00	.02	0.00
Operation and Maintenance	269,605.30	.59	0.00
Nonpublic School Services	249,464.57	.55	6.81
Facilities Acquisition	276,298.82	.61	0.00
Indirect Cost	376,995.67	.83	0.00
TOTAL	45,318,900.26	100.00	2,527.11

Guidance, social work, transportation and health/nutrition were areas in which support services were provided.

INSTRUCTIONAL PROJECT	TOTAL PARTICIPANTS	TOTAL COST OF PROJECTS	PER PUPIL COST
Reading	45,393	$21,295,774.39	$469.14
Mathematics	30,129	11,838,299.55	392.92
Early Childhood	8,165	4,004,131.52	490.40
Language Arts	6,941	3,072,294.51	442.63
Other Compensatory Education	162	82,189.44	507.34
TOTAL	90,790	$40,292,689.41	$443.80

This is the first year the report has been broken down into the specific curriculum. In previous years there was a basic skills category -- it has been eliminated. Reading, mathematics, language arts and early childhood are the instructional components of Chapter 1 in Arkansas.

Average spending per student for all projects was $443.80, which represents a decrease of 1.6 percent from the previous year.

Reading represents a 50 percent or majority participation of the students. Mathematics follows with a 33 percent participation, early childhood 9 percent participation and language arts 7.6 percent participation.

AN ANALYSIS OF THE TOTAL DISTRIBUTION ON CHAPTER 1 EXPENDITURES FOR ALL STATE INSTITUTIONS 1988-89

EXPENDITURE CATEGORY	AMOUNT	PERCENT
Instructional Services	$211,940.88	89.24
Indirect Cost	9,242.35	3.89
Administration	9,301.88	3.92
Improvement of Instruction	4,458.35	1.88
Maintenance and Operation	2,341.00	.99
Planning and Evaluation	200.00	.08
TOTAL	$237,484.46	100.00

THE FREQUENCY AND COST OF VARIOUS KINDS OF STAFF MEMBERS EMPLOYED IN CHAPTER 1 PROGRAMS-REGULAR TERM

JOB CLASSIFICATION	NUMBER OF FTE	PERCENT	TOTAL COST
Language Arts Teacher	63.41	2.51	1,286,972.46
Early Childhood Teacher	19.34	.77	388,714.20
Reading Teacher	457.13	18.09	9,705,712.52
Mathematics Teacher	229.83	9.09	4,823,042.74
Nonpublic	4.69	.18	92,302.74
Other Teacher	2.50	.10	61,468.87
Chapter 1 Coordinator	48.99	1.94	1,477,470.37
Subject Area Supervisor	17.37	.69	467,853.03
Social Worker	11.48	.45	141,093.46
Teacher Aide	1,611.31	63.76	11,787,482.82
Bookkeeper	5.96	.24	99,321.18
Administrative Clerk	20.00	.79	253,959.81
Instructional Clerk	21.07	.83	203,991.91
Parent Coordinator	14.03	.56	188,127.93
TOTAL	2,527.11	100.00	30,977,514.04

A comparison to FY 88 is not possible because of the elimination of the basic skills category.

Parent involvement is an integral part of a successful Chapter 1 program. FTE parent coordinators increased by 79.9 percent.

HOW IS ACHIEVEMENT MEASURED?

Achievement gains resulting from Chapter 1 services are reported by all Arkansas Chapter 1 districts each year using a Normal Curve Equivalent (NCE) scale, in which scores range from 0 to 100. NCE scores allow results of different tests to be combined on a common scale. Without the benefit of supplementary services such as provided by Chapter 1, a student is expected to have zero NCE growth during the year, or to stay at the same percentile rank. Any increase in percentile rank or any NCE growth greater than zero is assumed to be the result of the extra services provided and represents more than a year's gain in achievement.

The following summary of Arkansas Chapter 1 achievement gains is based on students who were tested on a spring (pretest) to-spring (post-test) cycle on an annual basis.

1989 CHAPTER 1 RESULTS IN READING

GRADE LEVEL	PARTICIPANTS	NUMBERS TAKING TEST	PRETEST NCE MEAN	POST-TEST NCE MEAN	MEAN NCE GAIN
1	5,427	2,079	33.19	42.78	+ 9.59
2	8,470	6,073	36.40	38.76	+ 2.36
3	7,243	5,360	34.75	36.57	+ 1.82
4	6,402	4,887	33.97	39.31	+ 5.34
5	5,378	4,189	36.06	37.58	+ 1.52
6	4,757	3,690	35.37	39.78	+ 4.41
7	3,403	2,423	34.78	35.73	+ .95
8	3,227	2,390	33.50	37.86	+ 4.36
9	882	634	30.67	37.78	+ 7.11
10	337	202	31.37	33.74	+ 2.37
11	263	170	25.16	28.71	+ 3.55
12	169	80	32.25	39.51	+ 7.26
TOTAL	45,958	32,177	33.12	37.34	+ 4.22

1989 CHAPTER 1 RESULTS IN MATHEMATICS

GRADE LEVEL	PARTICIPANTS	NUMBERS TAKING TEST	PRETEST NCE MEAN	POST-TEST NCE MEAN	MEAN NCE GAIN
1	2,598	1,081	34.95	48.74	+13.79
2	4,604	3,182	38.43	44.28	+ 5.85
3	4,932	3,588	38.08	41.04	+ 2.96
4	4,653	3,382	35.66	42.62	+ 6.96
5	4,393	3,257	37.30	42.17	+ 4.87
6	3,779	2,824	37.31	45.46	+ 8.15
7	2,167	1,579	39.11	39.78	+ .67
8	2,168	1,538	36.29	39.53	+ 3.24
9	740	524	36.00	38.83	+ 2.83
10	191	114	34.86	35.82	+ .96
11	94	51	29.38	37.90	+ 8.52
12	70	39	35.07	41.35	+ 6.28
TOTAL	30,389	21,159	36.04	41.46	+ 5.42

1989 CHAPTER 1 RESULTS IN LANGUAGE ARTS

GRADE LEVEL	PARTICIPANTS	NUMBERS TAKING TEST	PRETEST NCE MEAN	POST-TEST NCE MEAN	MEAN NCE GAIN
1	396	289	35.85	43.40	+ 7.55
2	1,066	772	33.89	37.68	+ 3.79
3	928	717	33.00	35.78	+ 2.78
4	645	495	36.00	42.90	+ 6.90
5	701	517	39.48	40.79	+ 1.31
6	585	458	37.52	41.29	+ 3.77
7	940	636	39.16	40.07	+ .91
8	1,054	798	35.66	39.76	+ 4.10
9	240	169	33.37	39.16	+ 5.79
10	147	92	33.28	32.33	- .95
11	155	114	29.72	33.22	+ 3.50
12	84	48	36.17	40.50	+ 4.33
TOTAL	6,941	5,105	35.26	38.91	+ 3.65

Reading, language arts and mathematics programs across Arkansas were effective in improving the achievement level of participants. Average NCE gains across all grades were positive in all subjects except 10th grade language arts.

Across grades 2-12, Arkansas Chapter 1 students increased their reading scores 3.73 NCEs and their language arts scores increased 3.30 NCEs. In mathematics, Arkansas Chapter 1 participants increased their scores 4.66 NCEs.